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ABSTRACT

Volume II of the evaluation of Florida State University's School Personnel Utilization Program (SPU) is concerned with an analysis of goals and objectives with suggested revisions. Part I reports an evaluation of the SPU goal and objectives in terms of their value as a communication link between SPU program directors and local project personnel. Part II reports the procedures used to revise the goal and objectives in order to improve their communication function. A seven-item bibliography and appendixes of research material are included. (Related documents are SP 006 345 and SP 006 347.) (MJM)

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VOLUME II

An Analysis of the School Personnel Utilization Programs Goals and Objectives with Suggested Revisions

Prepared by

Margot Olson
Jacob G. Beard

The Evaluation Training Center
The Department of Educational Research
Florida State University
Tallahassee, Florida
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VOLUME II

An Analysis of the School Personnel Utilization Programs Goals and Objectives with Suggested Revisions

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An Analysis of School Personnel Utilization Goal and Objectives with Suggested Revisions

Overview

The United States Office of Education (USOE) Bureau of Educational Research has developed a statement of the goal and objectives for its School Personnel Utilization (SPU) Program and has arranged, as a part of a larger evaluation effort, for their evaluation and subsequent revision. The purpose of the study reported in this volume was to conduct such an evaluation and revision of the SPU goal and objectives.

The general purpose of the stated goal and objectives of the SPU program is to serve as operating guidelines for local SPU project personnel. They describe the purpose of the SPU program and communicate the specific expectations of the SPU program directors. They are generally aimed at achieving "differentiated staffing."

Part I of this volume reports an evaluation of the SPU goal and objectives in terms of their value as a communication link between SPU program directors and local project personnel. The guidelines were subjected to a review by a group of educators associated with SPU and by a second group who were not associated with SPU projects. These reviewers evaluated the objectives by means of a modified semantic differential procedure and by recording their general reactions to the objections.

Part II of this volume reports the procedure used to revise the goal and objectives in order to improve their communication function. The opinions of the reviewers collected in Part I were analyzed by members of the project staff of the Evaluation Training Center (ETC). From this analysis a revision of the guidelines was completed.

A statement of the original goal and objectives as presented by the USOE is given below:

> The goal of the School Personnel Utilization Program is to create institutional change by reorganizing the teaching and administrative staffs of elementary and/or secondary schools.
>
> In order to bring this about the School Personnel Utilization Program has established the following objectives.
>
> 1. To create a number of differentiated staffing patterns which include the following elements:
>
>   (a) Differentiated functions of all school personnel including teachers, administrators, and paraprofessionals.
>
>   (b) Differentiated salaries according to functions and roles.
>
>   (c) Flexible instructional time schedules.
>
>   (d) Differentiated instructional modes.
>
> 2. To improve the management, organizations, instructional and technological skills and attitudes of professional personnel.
>
> 3. To bring about changes in student attitudes and achievement.
>
> 4. To increase community participation in the educational system.
>
> 5. To encourage State Education Agencies to change their certification procedures.

6. To promote the participation of local teacher organizations in major decisions.

7. To encourage universities to make changes in inservice and preservice programs.

Part I: Evaluation of USOE Guidelines

Introduction

The opportunity for an independent group to evaluate guidelines developed by the USOE for its public service programs is unusual. A review of the literature did not reveal any studies directly applicable to such an evaluation. Several articles, which will be reviewed in the following paragraphs, were found which indirectly related.

The involvement of program participants in the specification of goals and objectives has been mentioned in several recent publications. Metfessel and Michael (1967), in their paradigm for the evaluation of the effectiveness of school programs, suggested involvement of the total school community in the evaluation of programs. The construction of a cohesive set of broad goals and specific objectives was also suggested within their evaluation framework. Taylor and Maguire (1967) obtained value ratings of high school biology objectives from three groups, subject-matter experts, curriculum writers, and biology teachers, who were interested in and affected by such objectives. Berlak (1970) pointed out that public policy issues in education can be questioned by any group who feels strongly enough to precipitate a dispute. To avoid such disputes, perhaps, those who establish public policy are wise in permitting an evaluation based in part on the opinions of involved persons.

Scriven (1967) has emphasized the importance of judging the worth of educational objectives and Stake (1970) has pointed out that objectives can be evaluated and that judgment data can be useful in such processes.

He stated that the "clarity or confusion" of an objective should be acknowledged and that objectives should identify outcomes which are the most "worthy" from among a vast multitude of possible goals. Stake further stated "objectives are judgment data better treated by rules that govern mass subjective responses....objectives, like attitudes in all their subjectivity, can be collected and scaled objectively [p. 183]."

In his review of methods for gathering judgment data, Stake identified three types of data which an evaluator might collect:

1. judgmental responses elicited with a standardized protocol which characterize a group of individuals,

2. structured or unstructured observations by one or more experts, and

3. analysis of documents by experts to infer values contributing to their creation.

The first of these seems most appropriate for assessing the attitudes of program participants towards their program goals and objectives.

Stake went on to review procedures for collecting judgment data from groups and found that surveys, scaling, Q-technique, and semantic differential were commonly used. Of these four, the semantic differential has certain properties which make it appealing for use, in a modified form, as a techinque for assessing attitudes towards objectives established for public policy projects. The semantic differential enables the evaluator to gather data which reveals attitudes toward ideas or concepts. Objectives can be considered the concept, albeit a complex concept, which is explored by using value-laden bipolar adjective pairs. Taylor and Maguire (1967) used such a technique in their study of biology objectives

which was mentioned earlier.

The purpose of the present study was to gather judgment data from program participants about the objectives written by the USOE for School Personnel Utilization (SPU) Projects. Groups of teachers, administrators, and university personnel were selected and asked to respond to a semantic differential assessment procedure and to give unstructured responses revealing attitudes about the objectives. In addition to evaluating the existing objectives an effort was made to gain information which would be useful in rewriting and improving the existing objectives.

Method

Subjects

Sixty people throughout the nation were identified as having the potential to make a meaningful contribution to the evaluation of the USOE objectives for SPU projects. These persons represented six groups of people -- teachers, administrators and college personnel who were directly associated with SPU projects; and teachers, administrators and college personnel who had no known association with the projects.

Of these 60, five were no longer at the same address and another nine individuals failed to respond. The numbers of individuals who responded, of those in the initial sample, are shown in Figure 1. Seventy-

	Not SPU	SPU	
Teachers	8 of 11	5 of 7	13 of 18
Administrators	8 of 10	8 of 10	16 of 20
College Personnel	10 of 11	7 of 11	17 of 22
	26 of 32	20 of 28	46 of 60

Figure 1

Distribution of Subjects Who Returned the Questionnaire Compared with the Number in the Intended Sample

seven percent of the original sample completed and returned the materials sent to them. This percentage is increased to 84% when only those 55 who actually received the materials are considered.

Instrument

A modified version of a semantic differential was developed to collect attitudes of program participants and non-participants towards the SPU goal and objectives (henceforth, called objectives only). The objectives were listed as 14 different concepts. Those which contained several ideas were divided into separate objectives. Each objective was placed at the top of a page and followed by 10 sets of bipolar adjectives. The adjectives were of two types. The first type related to worthiness and desirability; the second, to clarity and confusion. There were six of the first type and four of the latter. These two groups of adjectives were preceded by phrases so that all respondents would establish similar response sets in evaluating the objectives. Figure 2 presents an example of a page from the instrument. The cover letter, instructions, list of objectives, complete instrument, and follow-up letter are included in Appendix A.

The final instrument was preceded by three preliminary forms, each one being a refinement of the preceding form. The first form included approximately 25 pairs of bipolar adjectives and was informally administered to a small group (10) of graduate students in educational research. From their responses and comments, the list of adjectives was reduced to 15. A second form was prepared and informally administered to a group

OBJECTIVE -- To improve the attitudes of professional personnel.

The idea expressed in this objective is ....

beneficial	:___:___:___:___:___:___:___:	harmful
appropriate	:___:___:___:___:___:___:___:	inappropriate
timely	:___:___:___:___:___:___:___:	untimely
feasible	:___:___:___:___:___:___:___:	infeasible
logical	:___:___:___:___:___:___:___:	illogical
realistic	:___:___:___:___:___:___:___:	unrealistic

The statement of this objective is ....

clear	:___:___:___:___:___:___:___:	unclear
understandable	:___:___:___:___:___:___:___:	confusing
meaningful	:___:___:___:___:___:___:___:	meaningless
adequate	:___:___:___:___:___:___:___:	inadequate

COMMENTS: Please list here any suggestions you have or problems you foresee concerning this objective.

Figure 2

Sample Page from Semantic

Differential Instrument

of Florida SPU project directors and evaluators and State Department of Education personnel. After evaluating their comments, several alternative forms were prepared. These were distributed among the project personnel at the Evaluation Training Center. From the comments of this group, the final form was composed and prepared for distribution to survey participants.

Data Analysis

The analysis of the semantic differential was conducted in two phases:

1. descriptive analysis of the data, and
2. tests of hypothesis of differences among groups.

The most favorable response was given the value of seven and the least favorable, of one. All omitted responses were coded as neutral (i.e., the fourth position). Each participant received a unique identification number designed to maintain the distinction of the six groups.

The unstructured responses were transferred to cards so that the comments about each objective could easily be reviewed together. Identification of subjects was not retained. These results will be included in Part II which deals with revision of the objectives.

Results of the Survey

Means and standard deviations of response values for each adjective by objective classification are presented in Table 1. Since these mean responses were all greater than the neutral response value of four and

Table 1

Means and Standard Deviations of Responses to Each Objective for Each Bipolar Adjective

OBJECTIVES	Bipolar Adjectives 1 Beneficial	2 Appropriate	3 Timely	4 Feasible	5 Logical	6 Realistic	7 Clear	8 Understand	9 Meaningful	10 Adequate
1 Overall Goal	6.41	6.52	6.46	5.91	6.28	5.63	5.52	5.65	5.37	4.52
	.80	*.66*	*.89*	*1.05*	*1.05*	*1.37*	*1.57*	*1.48*	*1.54*	*2.06*
2 Differentiated Functions	6.41	6.37	6.33	5.99	6.20	5.85	5.93	5.89	5.87	5.35
	.83	*.83*	*.87*	*1.02*	*.93*	*1.23*	*1.48*	*1.30*	*1.34*	*1.85*
3 Differentiated Salaries	6.00	6.11	5.96	5.52	6.20	5.48	6.02	6.13	6.00	5.50
	1.27	*1.30*	*1.38*	*1.41*	*1.23*	*1.52*	*1.41*	*1.41*	*1.32*	*1.77*
4 Flexible Schedule	6.26	6.20	6.35	5.91	6.13	5.76	5.96	5.83	5.89	5.48
	1.20	*1.45*	*1.04*	*1.38*	*1.41*	*1.46*	*1.67*	*1.88*	*1.64*	*1.87*
5 Instruction Modes	6.02	5.96	5.91	5.67	5.83	5.65	4.93	4.96	5.13	4.72
	1.27	*1.28*	*1.43*	*1.33*	*1.42*	*1.34*	*1.89*	*1.85*	*1.78*	*1.97*
6 Personnel Management	6.02	5.91	5.98	5.33	5.65	5.09	5.07	5.20	5.04	4.50
	1.58	*1.59*	*1.47*	*1.49*	*1.73*	*1.82*	*2.02*	*1.89*	*1.81*	*2.03*
7 Professional Organizations	5.86	5.61	5.59	5.26	5.52	5.11	4.78	4.87	5.02	4.20
	1.33	*1.40*	*1.33*	*1.39*	*1.49*	*1.57*	*1.97*	*1.83*	*1.76*	*1.93*
8 Instructional Skills	6.72	6.54	6.52	6.28	6.30	6.09	5.98	5.93	5.87	5.52
	.62	*1.07*	*1.01*	*1.24*	*1.35*	*1.36*	*1.57*	*1.53*	*1.67*	*1.60*
9 Personnel Attitudes	6.15	6.09	6.07	5.30	5.78	5.22	5.41	5.41	5.17	4.70
	1.37	*1.46*	*1.39*	*1.56*	*1.52*	*1.52*	*1.95*	*1.84*	*2.00*	*2.06*
10 Student Outcomes	6.26	6.15	6.09	5.48	5.78	5.43	5.39	5.41	5.35	4.54
	1.27	*1.46*	*1.36*	*1.62*	*1.49*	*1.57*	*1.95*	*1.88*	*1.83*	*2.21*
11 Community Participation	6.65	6.61	6.61	6.17	6.46	6.02	6.35	6.33	6.00	5.78
	.79	*.88*	*.83*	*1.12*	*.96*	*1.13*	*1.39*	*1.40*	*1.65*	*1.69*
12 Certification Procedures	6.22	6.11	6.11	5.78	6.00	5.57	5.33	5.54	5.54	5.09
	1.21	*1.39*	*1.48*	*1.55*	*1.48*	*1.68*	*2.10*	*1.81*	*1.92*	*2.12*
13 Decision Making	6.09	5.93	6.04	5.54	5.74	5.37	5.80	5.72	5.63	5.24
	1.29	*1.37*	*1.23*	*1.60*	*1.61*	*1.77*	*1.82*	*1.86*	*1.85*	*2.13*
14 Teacher Training	6.52	6.46	6.50	5.89	6.52	5.91	5.96	5.80	5.67	5.13
	.98	*.96*	*.96*	*1.52*	*.94*	*1.40*	*1.69*	*1.75*	*1.80*	*2.20*

Note - Standard deviations are in italics.

several approached the most favorable response value of seven these data reveal a generally favorable reaction towards the objectives. As expected, the variability of the responses was generally greater when the mean response was near the mid-point of the scale and was diminished for the extreme (high) mean response values. This smaller variability for the high ratings might have resulted from greater consensus on these objectives as well as by a "ceiling" effect.

From inspection of Table 1 it might be concluded that the objectives were rated lower on adjectives 7-10, which relate to the clarity with which the objectives are expressed, than adjectives 1-6, which relate to the worthiness of the objectives. However, caution should be used in evaluating mean differences among the adjectives. For example, it is difficult to justify saying that an objective is more logical than it is clear. Logic and clarity are different dimensions which can be interpreted on the same absolute scale only tenuously. This restriction does not apply in the evaluation of objectives within the framework of a single adjective. It seems justifiable to conclude, for example, that objective 8 is clearer than objective 7.

A series of statistical tests was made in order to answer the following questions:

1. Did the different groups of respondents rate the objectives differently?

2. Are the mean ratings for the objectives, across groups and adjectives, significantly greater than a neutral response of 4.00?

3. If all error variance were removed, would the different objectives have equal mean ratings?

The 14 means, across adjectives, for each objective were used as the dependent variables in a multivariate analysis of variance (Morrison, 1967) and in an analysis of group response profiles (c.f. profile analysis, Morrison, 1967). Group means used in these tests are presented in Tables 1 and 2 of Appendix A. The grand means for these tests are shown below in Table 2.

Table 2

Means and Standard Deviations
Across Adjectives and Groups for Each Objective

OBJECTIVES	Mean	Standard Deviation
1. Overall Goal	5.83	.86
2. Differentiated Functions	6.02	.89
3. Differentiated Salaries	5.89	1.05
4. Flexible Schedule	5.98	1.30
5. Instruction Modes	5.48	1.36
6. Personnel Management	5.38	1.35
7. Professional Organizations	5.18	1.25
8. Instructional Skills	6.18	1.03
9. Personnel Attitudes	5.53	1.39
10. Student Outcomes	5.59	1.28
11. Community Participation	6.30	.89
12. Certification Procedures	5.73	1.41
13. Decision Making	5.71	1.31
14. Teacher Training	6.04	1.04

The results of the analysis of variance are shown in Table 3. There were no significant differences between the mean ratings of the objectives by those respondents classified as "differentiated staffing" and "non-differentiated staffing." There were no significant differences in the mean responses related to "position" in the educational system nor with

the "position by staffing type" interaction. The hypothesis that the 14 grand means were equal to the neutral value of four was rejected ($p < .01$). To further examine this effect, univariate analyses were computed to test the hypotheses that each of the 14 objective means was equal to four. The source table for these tests is reported in Table 4. The 14 hypotheses were rejected ($p < .01$). These results substantiate the implication from the descriptive data (see Table 1) that the total group of respondents displayed a favorable attitude towards each of the objectives.

Table 3

Multivariate Analysis of Variance Source Table for the 14 Objectives and Six Groups

SOURCE	df	F
Grand Means = 4	14,27	46.90*
Differentiated Staffing (DS)	14,27	0.64
Position (P)	28,54	0.92
DS x P	28,54	1.08

* $p < .01$

The results of the analysis of group response profiles are reported in Table 5. No significant differences were found in comparisons of the group profiles. However, the hypothesis that the 14 objective means, across groups and adjectives, are all equal was rejected. This indicates that there were significant differences in the mean ratings of the 14 objectives.

Table 4

Univariate Analysis of Variance Source Table for the Grand Mean Hypotheses of the 14 Objectives

Source	Hypothesis SS	Error SS	df	F
Mean (Obj. 1--Goal) = 4	150.13	26.51	1,27	152.92*
Mean (Objective 2) = 4	178.76	33.50	1,27	144.08*
Mean (Objective 3) = 4	159.06	49.51	1,27	86.74*
Mean (Objective 4) = 4	175.38	65.44	1,27	72.36*
Mean (Objective 5) = 4	91.43	77.38	1,27	31.90*
Mean (Objective 6) = 4	83.26	79.49	1,27	28.28*
Mean (Objective 7) = 4	61.31	59.93	1,27	27.62*
Mean (Objective 8) = 4	206.40	45.03	1,27	123.75*
Mean (Objective 9) = 4	104.17	75.92	1,27	37.05*
Mean (Objective 10) = 4	116.86	65.67	1,27	48.05*
Mean (Objective 11) = 4	184.12	43.45	1,27	114.41*
Mean (Objective 12) = 4	129.61	63.43	1,27	55.17*
Mean (Objective 13) = 4	131.90	69.68	1,27	51.11*
Mean (Objective 14) = 4	234.84	30.90	1,27	207.88*

* $p < .01$

Table 5

Profile Analysis of Variance of the Six Groups Over the 14 Objective Means

SOURCE	df	F
Grand Means	13,28	4.62*
Differentiated Staffing (DS)	13,28	0.71
Position (P)	26,56	0.99
DS x P	26,56	0.90

* $p < .01$

Since the hypothesis that all the objective means are equal (i.e., analysis of grand mean profile) was rejected, it seemed that a ranking of the objectives by their mean rating was justified and could facilitate the evaluation and revision process. The objectives, beginning with the most highly rated, are stated in order below. The mean rating is given in parenthesis.

1. (6.30) To increase community participation in the educational system.

2. (6.18) To improve the instructional and technological skills of professional personnel.

3. (6.04) To encourage universities to make changes in inservice and preservice programs.

4. (6.02) To create a number of differentiated staffing patterns which include differentiated functions of all school personnel including teachers, administrators, and paraprofessionals.

5. (5.98) To create a number of differentiated staffing patterns which include flexible instructional time schedules.

6. (5.89) To create a number of differentiated staffing patterns which include differentiated salaries according to functions and roles.

7. (5.83) Goal--To create institutional change by reorganizing the teaching and administrative staffs of elementary and/or secondary schools.

8. (5.73) To encourage State Education Agencies to change their certification procedures.

9. (5.71) To promote the participation of local teacher organizations in major decisions.

10. (5.59) To bring about changes in student attitudes and achievement.

11. (5.53) To improve the attitudes of professional personnel.

12. (5.48) To create a number of differentiated staffing patterns which include differentiated instructional modes.

13. (5.38) To improve the management of professional personnel.

14. (5.18) To improve the organizations of professional personnel.

It is interesting that the respondents rated the "community participation" objective higher than any other in the list. From Table 1 it is apparent that this objective was considered to be especially worthy (adjectives 1-6) and to be clearly stated (adjectives 7-10). Following this objective, in order of rating, were those dealing with, "improvement of instructional skills," and "changes in in-service and pre-service training programs." Closely following these were those objectives dealing with changes in staffing and scheduling.

Rated least highly was the objective dealing with the professional organizations. This objective was generally rated as least worthy and least clearly stated. Also ranking near the last were those objectives dealing with, "management of professional personnel," "differentiated instructional modes," and attitudes of students and teachers.

The last five objectives in the list above received mean ratings of less than five on the "adequacy of statement" dimension. It is quite possible that lack of clarity and precision in their statement served to lower the ratings of worthiness, i.e., how could an objective be highly rated if it is difficult to understand?

The comments made on the survey forms by the respondents add a great deal of meaning to the rating data and will be discussed in the next section.

Part II: Revision of the USOE Guidelines

Introduction

The revision of the objectives was facilitated by information from a variety of sources. A logical analysis of the existing objectives was performed by project staff in order to examine the extent to which the objectives reflect current theories and models of SPU. The comments by the survey participants concerning the objectives were utilized for ideas and suggestions. The conclusion from the semantic differential data that the clarity and adequacy of the objectives could be improved was emphasized in the revision. Input from project staff was encouraged to further refine the objectives.

The version of the objectives presented in this section of the report is not intended as a final form, but only as a step along a continuum of achieving greater value in their role as a communication link between federal and local SPU project participants. The fact that SPU theories and models are in a constant state of flux due to research, further insight, field experiences, and so forth makes the idea of a final version of the objectives unrealistic. It is hoped that the objectives presented in revised form in this report will be evaluated, criticized, and further refined.

Analysis of Unstructured Responses

The survey instrument used in evaluating the objectives included a request that the respondent "list here any suggestions you have or problems you foresee concerning this objective." Nearly every respondent made some comments and a few commented on each objective. The great majority of the comments were critical, which was expected due to the phrasing of the request and sought due to the nature of this evaluation. Relevant comments--those which were expressed by a number of subjects or those which revealed a great deal of insight--were summarized for each objective and are presented below.

1. Goal--To create institutional change by reorganizing the teaching and administrative staffs of elementary and/or secondary schools.

The most frequent comment dealt with the ambiguity expressed by the idea of change. Does the goal express a desire for "change for the sake of change," will reorganization result in "significant change," is the idea of improvement necessarily implied? A second group of comments related to how the change would occur. Will it be done experimentally first, who does it involve, how will people accept such reforms? Several comments expressed the idea that the goal is a sweeping statement and is too broad to be meaningful or evaluated.

2. Objective--To create a number of differentiated staffing patterns which include differentiated functions of all school personnel including teachers, administrators, and paraprofessionals.

A comment was made which expressed the idea that the staffing pattern expressed in this objective already existed. That is, teachers, administrators, and paraprofessionals presently do have different

functions within the school. The concept of different functions within these classifications, vertical differentiation, needs to be expressed. Several others stated that the word "function" was confusing and suggested that this term be changed or explained. Others asked how or by what strategy this objective would be realized.

3. Objective--To create a number of differentiated staffing patterns which include differentiated salaries according to functions and roles.

Again the point was made that one interpretation of this objective indicates nothing new. That is, principals are paid more than teachers who are paid more than secretaries and so forth. The inclusion of additional qualifying phrases is probably necessary to indicate differentiated salaries within job classifications. One respondent suggested that responsibilities is a better term than functions and others indicated uncertainty concerning how such salary differentiation would be achieved.

4. Objective--To create a number of differentiated staffing patterns which include flexible instructional time schedules.

There is some question here about the meaning of flexible instructional time schedules and whether it is a necessary part of differentiated staffing. Does it apply to schedules of students, teachers, or both?

Does it include concepts of individualized instruction and/or team teaching? One individual commented that such an objective seems unrealistic unless computer time is available.

5. Objective--To create a number of differentiated staffing patterns which include differentiated instructional modes.

Eleven of the 15 comments about this objective revealed confusion about the meaning of "differentiated instructional modes." One respondent even "checked several of the latest texts in education and could not find the term." Thus, unless clarified a variety of interpretations of this objective will probably result.

6. Objective--To improve the management of professional personnel.

A number of comments implied that the term "management" was too ambiguous to be meaningful. Several implied that "improve" was ambiguous and should include standards for evaluation. Still other comments revealed confusion but were not directed specifically to any part of the objective. One respondent replied that truly professional personnel can manage themselves. This implies an interpretation that the personnel will be under very rigid supervision rather than management at a higher level which relates more to allocation of responsibilities among staff. Another respondent suggested developing "an organization whose operational principles are based upon known research....including the diffusion of power and the self-regulation of staff."

7. Objective--To improve the organizations of professional personnel.

A pattern of responses similar to those of the preceding objective is evident here. The most frequent comments asked "what organizations" and how they would be improved. One respondent mentioned that this objective as stated does not seem to be within the scope of SPU.

8. Objective--To improve the instructional and technological skills of professional personnel.

The most frequent comment concerning this objective related to lack of information or ambiguity. One commenter expressed the idea that this objective meant "let's foster good teachers...,if we knew what a good teacher was." Another stated that a committee could not improve skills of personnel but could only provide information or guide. Two persons commented that some type of reward would be necessary to foster motivation among personnel to attend workshops, classes, and so forth.

9. Objective--To improve the attitudes of professional personnel.

Lack of specifics relating to "what attitudes" and the ambiguity of "improve" was the most frequent criticism of this objective. Are the attitudes to be improved specific to differentiated staffing or do they involve more or less? How can the improvement be measured and do attitudes really need to be improved? One respondent asked if the attitudes to be improved were related to happiness with low salaries, crowded classrooms, autocratic administrators, and unprofessional functions, or to making them proud professionals who instruct reasonably sized classes at adequate salary and receive respect from their administrators.

10. Objective--To bring about changes in student attitudes and achievement.

One respondent stated, "The objective is admirable. The problem I see....is how to achieve the objective." Others asked about the criteria with which to evaluate attitudes and achievement, some others asked if the change to be made was assumed to be positive, and still others asked about what kinds of changes were implied. One individual

suggested that the objective should be stated in a way which included how the change would be brought about. He suggested that improvement of students' attitudes towards school could be facilitated through improved curricular offerings and instructional skills.

11. Objective--To increase community participation in the educational system.

With the exception of several responses which indicated more concise information would improve the objective, the responses were quite varied. One individual asked if the objective was meant to imply either a quantitative increase in participation or a greater variety in types of participants or participation. Other comments were generally favorable and stressed that such participation was important and could probably be measured.

12. Objective--To encourage State Education Agencies to change their certification procedures.

What type of change is implied here? The ambiguity of this statement, which was criticized by several respondents, is aptly expressed by one who wrote, "What do you want? Literacy and IQ tests added? Oral exams? No exams? Pay your fee and get a license? No degree? More degrees?" Another respondent suggested that the objective could be improved by stating that certification procedures be adapted to "provide for new patterns of staffing and for new teaching roles."

13. Objective--To promote the participation of local teacher organizations in major decisions.

The most often repeated comment related to the ambiguity of the term "major decisions." What are these decisions or is this open to differences in interpretation as needed? One individual mentioned

that a goal of differentiated staffing was the promotion of participation in major decisions of everyone concerned, and therefore, why should local teacher organizations be singled out. Three other questions which were raised related to the meaning of promote, how much participation, and at what levels of the school organization this would be employed.

14. Objective--To encourage universities to make changes in inservice and preservice programs.

The types of changes implied and how this would be done were the comments most often expressed. Again, as in the statement of the goal, some respondents felt this statement implied change for the sake of change. One individual suggested that the implied changes should at least relate to staffing patterns, another mentioned that perhaps all universities did not need to make changes in their programs, and another suggested that the term "encourage" was too vague and should be changed.

Logical Analysis

In recent months, a number of publications on the concept of differentiated staffing have become available. From these, directors and other personnel of SPU projects have probably developed their individual models for SPU. A general, conceptual model of staffing has recently been developed by DeBloois (1971). This general model has been designed to encompass the known models of staffing and to be consistent with current organizational theory. DeBloois' staffing model

should, therefore, provide a good reference with which to compare the existing SPU objectives.

A schematic representation of the conceptual model is shown in Figure 4. The terminology is operationally defined in DeBloois' paper. The existing objectives can easily be placed within the categories of the model. The placement of the objectives within the model is shown in Figure 4 by the inclusion of the objective number adjacent to the relevant dimension of the model. This will be further demonstrated in the following paragraphs.

Objective	Comments
1. (GOAL) To create institutional change by reorganizing the teaching and administrative staffs of elementary and/or secondary schools.	Should represent the entire concept of differentiated staffing. In general form, as now stated, this could possibly be the interpretation.
2. To create a number of differentiated staffing patterns which include differentiated functions of all school personnel including teachers, administrators, and paraprofessionals.	Falls under the category division of labor within Perpetuation Structures.
3. To create a number of differentiated staffing patterns which include differentiated salaries according to functions and roles.	Related specifically to remuneration within Perpetuation Structures.
4. To create a number of differentiated staffing patterns which include flexible instructional time schedules.	Can be included under the category instructional model: scheduling, resource use, curriculum within Systems Self-Renewal.
5. To create a number of differentiated staffing patterns which include differentiated instructional modes.	Can be included under the category instructional model: scheduling, resource use, curriculum within Systems Self-Renewal.

Objective	Comments
6. To improve the management of professional personnel.	Could conceivably encompass all of the Collegiality, Workflow Structures, and Perpetuation Structures. It might also include efficiency and maintenance of structure within Accountability.
7. To improve the organizations of professional personnel.	Has no specific referrant within the model although it might broadly be interpreted as a part of commitment to the profession within Professional Disposition.
8. To improve the instructional and technological skills of professional personnel.	Falls within the Perpetuation Structures component of the model and relates specifically to retraining.
9. To improve the attitudes of professional personnel.	Seems to relate most to the component Professional Disposition. With a more general interpretation it might include, also, Individualism and Collegiality.
10. To bring about changes in student attitudes and achievement.	Falls within the Accountability category and relates specifically to production.
11. To increase community participation in the educational system.	Is a part of the segment of Workflow Structures entitled philosophy concerning resource use.
12. To encourage State Education Agencies to change their certification procedures.	Relates specifically to the credentialing category of Perpetuation Structures.
13. To promote the participation of local teacher organizations in major decisions.	Represents one aspect of decision-making within Workflow Structures.
14. To encourage universities to make changes in inservice and preservice programs.	Relates both to training for implementation within the category Systems Self-Renewal and retraining within the category Perpetuation Structure.

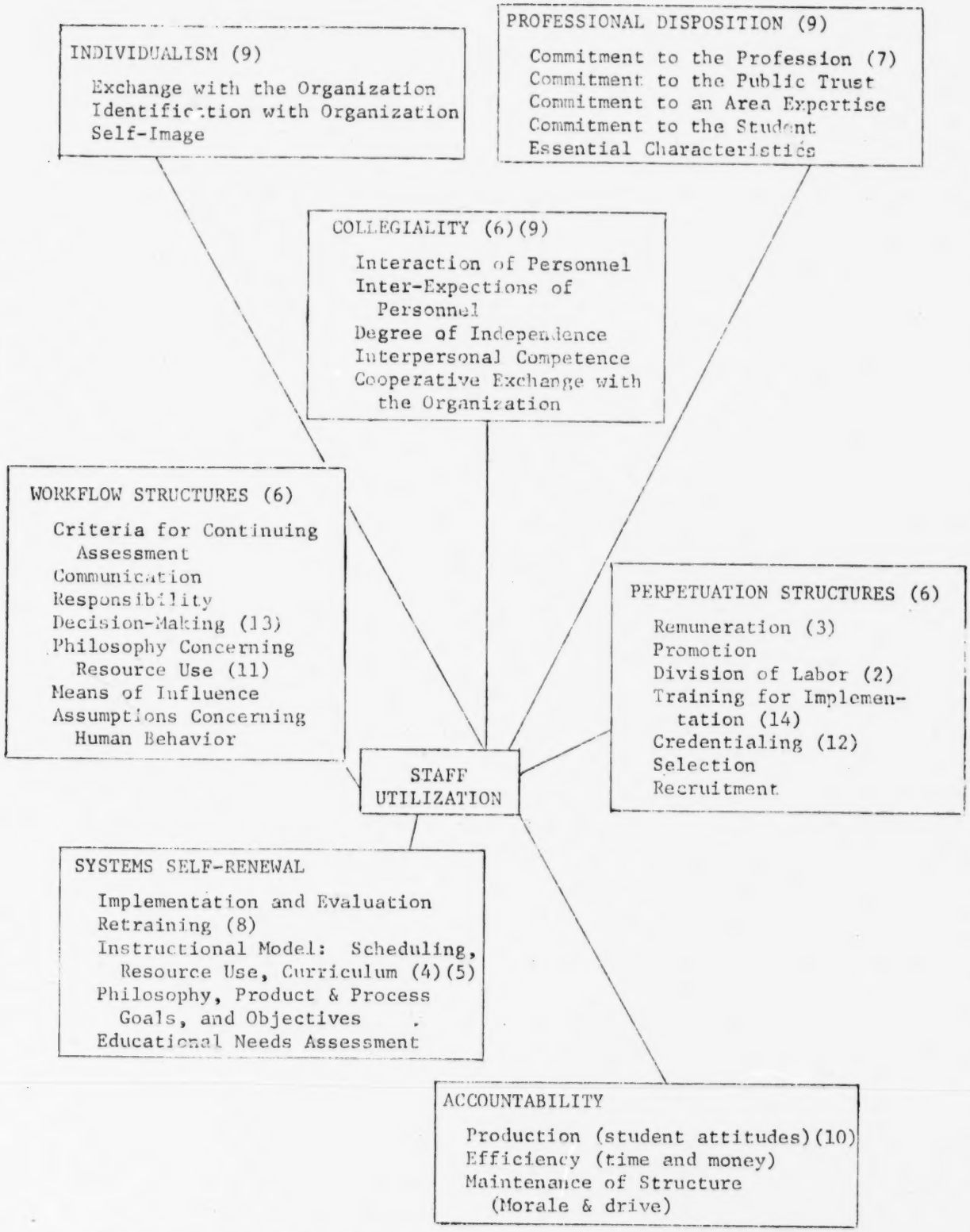

Figure 4: The DeBloois Conceptual Model for Describing and Comparing Patterns of School Personnel Utilization.

The components of the conceptual model are, for the most part, accounted for by the objectives. The range of specificity of the objectives in relation to the components of the model is noticeably varied. Many of the sub-parts of the main categories are not specifically included, which indicates that many of the objectives are quite generally stated. This generality lends itself to greater ambiguity and seems to be a tenable rationale for the validity of the results of the semantic differential data. That is, the generality of the objectives is a likely cause of lower evaluations with the adjectives related to clarity.

This analysis points out greater need for specificity in many of the revised objectives. However, in a few cases the original objectives might be considered either too specific or incomplete. For example, Objective #13 relates to the decision-making process and specifies the involvement of teacher organizations in this process. There are other groups, as well, which should be specified in this objective. In cases such as this, the original content of the objective needs to be broadened so that the complete concept is expressed. This idea relates directly to the adequacy of the objective.

The Revised Objectives

The following list of revised objectives is the product of the analysis and revision process. The list includes a set of process objectives for the USOE SPU program and a set of organizational objectives for schools participating in the SPU program. The organizational objectives include some which are related to the organizational structure and some related to the organizational process.

A Proposed Revision of the Goals, Objectives and Guidelines of the School Personnel Utilization Program

The goal of the School Personnel Utilization Program is to improve the teaching and learning environment in elementary and secondary schools by finding more effective ways of organizing their teaching and administrative staffs. In order to meet this goal the following objectives are proposed for the SPU program.

SPU Program Objectives

1. To orient school personnel and the public to alternative organizational structures for schools.
2. To provide training for school personnel in the managerial, organizational, and instructional skills required by newly adopted organizational structures.
3. To encourage universities to provide inservice and preservice training programs in the skills required by alternative organizational structures.
4. To bring into being a credentialing process for professional teachers that includes multiple entry and exit points, and non-sequential movement to higher certification.

5. To encourage state education agencies to seek legislation and to adopt policies which provide for alternative school organizational structures.

In addition to the SPU Program process objectives, the following guidelines are suggested for project schools funded by the SPU program.

Guidelines for the Organizational Structure of Project Schools

1. The roles of instructional personnel, as well as administrators and other personnel, should be differentiated on the basis of the type and amount of responsibility assigned.

2. Salaries of instructional personnel should be differentiated on the basis of their roles and responsibilities.

3. Classroom instructional personnel should be provided promotional incentives which allow them to advance in responsibility and pay while remaining teachers. These promotional incentives should be equivalent to those provided administrators and other non-instructional personnel.

4. Instructional time schedules should be flexible.

Guidelines for the Organizational Process of Project Schools

5. Decisions should be made at the levels in the school's organizational structure where the most information exists.

6. The school staff should engage in group problem solving.

7. The school should utilize a number of instructional strategies and should provide a wide variety of resources to students for facilitation of their learning.

8. The community should participate in the implementation of the instructional program.

9. The school's in-service training programs should be designed to facilitate the achievement of school goals.

10. The assignment of responsibilities within the school organization should be based in part on the individual differences of its members, their different strengths and weaknesses, and their varied personal goals.

11. Teachers, administrators, and other school personnel should participate as peers in the school's organizational structure, though their responsibilities differ as to type and amount.

12. School personnel should recognize that they must be mutually dependent if organizational goals are to be achieved.

13. The school organizational structure should encourage its staff members to be self-actualizing.

14. The community should participate in the setting of goals for the instructional program.

15. The school should have a system for objectively evaluating:

    a. Staff, pupil, and community attitudes.
    b. Cost-effectiveness of specific elements of the school program.
    c. Success of its graduates, transfers, and drop-outs.
    d. School program relevancy.
    e. Pupil achievement in terms of school objectives.

An attempt has been made to state the objectives clearly. However, in trying to achieve a second criterion of conciseness, their communication value may have been decreased. Further discussion of the concepts underlying the organizational objectives may be found in DeBloois' (1971) conceptualization of the school personnel utilization program.

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APPENDIX A

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THE FLORIDA STATE UNIVERSITY TALLAHASSEE 32306

Department of Educational Research
College of Education

September 4, 1970

Dear :

The United States Office of Education, through its Bureau of Educational Personnel Development, has established a program to help our nation's schools utilize more effectively their instructional and administrative personnel. A preliminary set of objectives has been prepared by this "School Personnel Utilization" (SPU) program staff. They have now asked this department for an independent evaluation and refinement of the initial statement of objectives.

We are asking approximately sixty active educators having specific professional roles to evaluate the original objectives and to suggest changes. If revision is called for, and that is likely, you will receive copies of the revised objectives for additional comment before a final draft is submitted to the Office of Education.

The SPU program staff has taken a significant step in submitting their goals and objectives to professional and public appraisal. I hope that you will take this opportunity to participate in the appraisal. The enclosed instrument will facilitate your evaluation of the objectives. Comments which suggest specific revisions would be especially helpful. Would you please return your response by September 23.

Thank you.

Sincerely,

Jacob G. Beard
Associate Professor

JGB:nec

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INSTRUCTIONS

On the following pages, you will find a statement of a goal or objective and a group of adjectives. Evaluate the statement as a national goal or objective for the SPU program by the following procedure:

Check as follows if you feel that the statement is very closely related to one end of the scale,

rigid : ✓ : ___ : ___ : ___ : ___ : ___ : loose

or

rigid : ___ : ___ : ___ : ___ : ___ : ✓ : loose

Check as follows if you feel that the statement is quite closely related to one end of the scale,

weak : ___ : ✓ : ___ : ___ : ___ : ___ : strong

or

weak : ___ : ___ : ___ : ___ : ___ : ✓ : strong

Check as follows if you feel that the statement is only slightly related to one end of the scale,

broad : ___ : ___ : ✓ : ___ : ___ : ___ : narrow

or

broad : ___ : ___ : ___ : ___ : ✓ : ___ : narrow

Check as follows if you feel that the statement is equally associated with both ends of the scale or if the scale is completely irrelevant.

proper : ___ : ___ : ___ : ✓ : ___ : ___ : improper

(1) Place your check-marks in the middles of the spaces, not on the boundaries (i.e., : ✓ :, not ___ ✓ ___).

(2) Check every scale for every statement--do not omit any.

(3) Never put more than one check-mark on a single scale.

(4) You should be able to work at a fairly high speed through this questionnaire, but do not be careless because we want your true opinion.

The complete set of objectives is presented on the next page. After studying them carefully, proceed to the following pages and begin the assessment task as presented above.

SCHOOL PERSONNEL UTILIZATION

1. Objectives

The goal of the School Personnel Utilization Program is to create institutional change by reorganizing the teaching and administrative staffs of elementary and/or secondary schools. In order to bring this about, the School Personnel Utilization Program has the following objectives.

1. To create a number of differentiated staffing patterns which include the following elements:

   a. differentiated functions of all school personnel including teachers, administrators, and paraprofessionals.

   b. differentiated salaries according to functions and roles

   c. flexible instructional time schedules

   d. differentiated instructional modes

2. To improve the management, organizations, instructional and technological skills and attitudes of professional personnel.

3. To bring about changes in student attitudes and achievement.

4. To increase community participation in the educational system.

5. To encourage State Education agencies to change their certification procedures.

6. To promote the participation of local teacher organizations in major decisions.

7. To encourage universities to make changes in inservice and preservice programs.

Goal Evaluation Instrument

GOAL--To create institutional change by reorganizing the teaching and administrative staffs of elementary and/or secondary schools.*

The idea expressed in this objective is . . . . . .

beneficial	:___:___:___:___:___:___:___:	harmful
appropriate	:___:___:___:___:___:___:___:	inappropriate
timely	:___:___:___:___:___:___:___:	untimely
feasible	:___:___:___:___:___:___:___:	infeasible
logical	:___:___:___:___:___:___:___:	illogical
realistic	:___:___:___:___:___:___:___:	unrealistic

The statement of this objective is . . . . . .

clear	:___:___:___:___:___:___:___:	unclear
understandable	:___:___:___:___:___:___:___:	confusing
meaningful	:___:___:___:___:___:___:___:	meaningless
adequate	:___:___:___:___:___:___:___:	inadequate

COMMENTS: Please list here any suggestions you have or problems you foresee concerning this objective.

* For the sake of brevity, the semantic differential scale below each goal has not been reproduced for the next 23 objectives. It is to be understood that the instrument sent to the respondents consisted of 23 pages, one goal/page, with the full scale included for each goal.

THE FLORIDA STATE UNIVERSITY TALLAHASSEE 32306

Department of Educational Research
College of Education

October 8, 1970

Dear :

Your participation was requested in a survey of the United States Office of Education objectives for School Personnel Utilization (SPU) which was mailed September 4, 1970. To date, we have not received your response to the questionnaire. As stated in the initial letter, the sample of participants was intentionally kept small. Thus, your response is extremely important in order to make a valid analysis of the results.

It is rare that the U. S. O. E. permits such evaluation of its goals and objectives. You are in a position of making a rare and valued contribution to the establishment of the national SPU goals and objectives. We hope that you will re-evaluate your decision not to participate in this survey and return your responses to us immediately.

Thank you for your consideration.

Sincerely,

Jacob G. Beard
Associate Professor

JGB:eg

Table 1

Means and Standard Deviations
Across Adjectives for Each Group and Objective

Objective	Respondent	Teachers		Administrators		College Prof.	
		$\bar{X}$	σ	$\bar{X}$	σ	$\bar{X}$	σ
1	D.S.	6.26	.88	6.29	.56	5.09	.80
Overall Goal	Not D.S.	5.96	0.75	5.82	0.96	5.66	.84
2							
Differentiated	D.S.	6.20	.85	6.10	.71	5.97	.97
Functions	Not D.S.	5.68	1.27	5.82	1.12	6.32	.39
3							
Differentiated	D.S.	6.08	.95	5.76	1.02	5.89	1.68
Salaries	Not D.S.	5.76	0.93	5.98	1.03	5.94	0.95
4							
Flexible	D.S.	6.64	.42	5.80	1.24	4.97	1.81
Schedule	Not D.S.	6.31	0.87	6.26	1.13	5.99	1.50
5							
Instruction	D.S.	5.18	1.52	5.64	1.41	4.96	.95
Modes	Not D.S.	6.04	1.18	5.18	1.49	5.66	1.62
6							
Personnel	D.S.	5.48	1.20	4.99	1.46	5.21	1.23
Management	Not D.S.	5.62	0.86	5.42	2.09	5.52	1.25
7							
Professional	D.S.	5.54	.59	5.18	1.17	4.17	1.20
Organizations	Not D.S.	5.74	1.63	5.19	1.30	5.27	1.05
8							
Instructional	D.S.	6.00	.68	6.49	.69	6.20	.80
Skills	Not D.S.	6.39	0.88	5.74	1.81	6.18	0.92
9							
Personnel	D.S.	5.66	1.04	6.05	1.25	4.74	1.35
Attitudes	Not D.S.	6.19	0.91	5.45	2.09	5.14	1.22
10							
Student	D.S.	6.14	.88	6.08	1.01	5.13	1.11
Outcomes	Not D.S.	5.91	0.98	5.30	2.06	5.22	1.13
11							
Community	D.S.	6.72	.44	6.60	.57	5.77	1.23
Participation	Not D.S.	5.98	1.30	6.41	.84	6.38	.48
12							
Certification	D.S.	6.18	1.17	6.49	.55	4.97	1.46
Procedures	Not D.S.	6.11	1.15	4.68	1.89	5.96	1.29
13							
Decision	D.S.	6.28	1.50	5.76	.74	4.59	1.45
Making	Not D.S.	6.25	0.91	5.54	1.58	5.88	1.28
14							
Teacher	D.S.	6.38	.58	6.10	.72	5.57	1.15
Training	Not D.S.	6.42	0.86	5.62	1.26	6.17	1.26

Table 2

Means and Standard Deviations
Across Objectives for Each Group and Adjective

Adjectives	Respondent	Teachers		Administrators		College Prof.	
		$\bar{x}$	σ	$\bar{x}$	σ	$\bar{x}$	σ
Beneficial	D.S.	6.54	.46	6.31	.30	5.93	.34
	Not D.S.	6.39	.54	6.09	.69	6.29	.68
Appropriate	D.S.	6.47	.52	6.21	.42	5.81	.65
	Not D.S.	6.34	.56	5.99	.62	6.31	.57
Timely	D.S.	6.36	.69	6.25	.37	5.80	.64
	Not D.S.	6.30	.64	6.04	.51	6.31	.54
Feasible	D.S.	6.19	.64	5.72	.84	5.48	.56
	Not D.S.	5.79	.74	5.62	.91	5.67	.64
Logical	D.S.	6.50	.61	6.12	.62	5.54	.65
	Not D.S.	6.17	.69	5.76	.98	6.16	.81
Realistic	D.S.	6.14	.72	5.65	.81	5.26	.38
	Not D.S.	5.70	.80	5.28	1.00	5.63	.78
Clear	D.S.	5.64	.89	5.99	.70	4.85	1.18
	Not D.S.	6.12	1.01	5.41	1.15	5.54	.74
Understandable	D.S.	5.61	.89	5.98	.64	4.80	1.17
	Not D.S.	6.18	.97	5.46	1.30	5.59	.77
Meaningful	D.S.	6.03	.51	5.78	.74	4.61	1.26
	Not D.S.	6.81	1.12	5.53	1.14	5.54	.79
Adequate	D.S.	5.04	1.61	5.49	.90	4.18	1.37
	Not D.S.	5.46	1.34	4.84	1.74	5.01	.90